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Summary record of the 17th meeting
Held at Headquarters, New York, on Wednesday, 30 October 2013, at 10 a.m.

Chair: Ms. Rafti (Vice-Chair) ..... (Cyprus)

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In the absence of Mr. García González (El Salvador), Ms. Rafti (Cyprus), Vice-Chair, took the Chair.

The meeting was called to order at 10.10 a.m.

Agenda item 53: Comprehensive review of the whole question of peacekeeping operations in all their aspects (*continued*)

1. **Mr. Leonardo** (Brazil) said that it was regrettable that political differences among Member States had prevented the adoption of a substantive report by the Special Committee on Peacekeeping Operations in 2013. Together with other countries, Brazil had done its utmost to build bridges between polarized positions, and remained confident that a meaningful document to advance discussion on such an exceedingly important subject would be agreed on at the next session of the Special Committee. United Nations peacekeeping missions were a fundamental tool for promoting peace and an important instrument in the collective security system. Brazil joined other delegations in paying its respects to the more than 114,000 men and women involved in 15 peacekeeping operations across four continents, particularly those who had sacrificed life and limb for the maintenance of peace and security around the world. Over 1,700 Brazilian troops were currently participating in United Nations peacekeeping operations in Haiti, Lebanon and the Democratic Republic of the Congo.

2. Brazil had a long-term commitment to Haiti, and commended the work of the United Nations Stabilization Mission in Haiti (MINUSTAH) in implementing quick-impact projects and community violence-reduction programmes that fostered the mutually reinforcing objectives of stability and development.

3. The increasing complexity and scope of United Nations peacekeeping efforts made clear and feasible mandates essential for any peacekeeping operation. When crafting such mandates, Member States should carefully address the root causes of conflict, so as to ensure the effective use of peacekeeping in the context of a diplomatic strategy for sustainable peace. Security Council resolution 2086 (2013) offered an important platform for addressing that issue. Also, the perceived legitimacy of United Nations peacekeeping missions was ever more important in the light of current threats to international peace and security. Given the possibility of unilateral action in Syria, it must be noted that strategies that included the use of force without authorization by the Security Council were illegal and unacceptable.

4. The most effective way to protect civilians was by preventing armed conflict and working towards peaceful settlement of disputes, tackling their underlying causes. But protection of civilians must not simply become a catchword to justify the unauthorized use of force, which must be the last, not the first, option in any given circumstance. In cases where force was justifiable, it should be proportional, limited, and directed towards urging stakeholders back to the negotiating table.

5. Brazil supported efforts by the Department of Peacekeeping Operations to include modern technologies in its missions, helping peacekeepers fulfil their mandates and enhancing security for troops and civilians in volatile environments. However, the criteria regulating the use of unmanned aerial vehicles, for instance, must fully comply with the Charter of the United Nations, strictly respect the limits of peacekeeping mandates, and not infringe State sovereignty or pose a threat to civilians. Issues that should be addressed at the next session of the Special Committee included who would provide and operate such equipment; how intelligence gathered by surveillance tools such as unmanned aerial vehicles could be employed strictly to enhance operational performance; and how Member States could ensure that such intelligence would not be leaked.

6. Although military personnel should not be assigned tasks for which they were not prepared, failure to consider peacekeeping and peacebuilding in tandem could increase the risk of a relapse into conflict. Flexibility and simultaneity were required, as for example in the deployment of engineering troops in activities geared towards fulfilment of urgent social and economic needs. Inter-agency cooperation was required to allow for the best possible use of peacekeepers' capabilities.

7. Brazil strongly supported initiatives to strengthen dialogue on peacekeeping matters, so that a common agenda could emerge from a diverse pool of visions and experiences. Given that they concerned all Member States, peacekeeping operations must be thoroughly, transparently and democratically discussed in the General Assembly.

8. **Mr. Ishikawa** (Japan) said that Japan was determined to enhance its efforts to bring peace and prosperity to the world, in cooperation with the international community, and was fully committed to contributing proactively to the flagship undertaking of peacekeeping. United Nations peacekeeping missions were now required to take on multidimensional tasks in response to complex situations. Security Council resolution 2086 (2013) had created a solid foundation for successful multidimensional missions in the future, and Japan would continue contributing to the improvement of that new concept.

9. Japan had emphasized peacebuilding throughout the 20 years of its involvement in peacekeeping operations. In Timor-Leste, it had delivered engineering, police capacity-building and electoral support, contributing to economic development, the rule of law and the political process. In Haiti, the engineering unit of Japan's self-defence forces had contributed to recovery efforts immediately after the earthquake and planted the seeds of future development. Currently, Japanese engineering units were supporting nation-building efforts in South Sudan. In recent years engineering units had collaborated closely with infantry battalions in peacebuilding tasks at an early stage, including humanitarian assistance and reconstruction activities. With such missions playing a greater role than in the past in fostering development, a successful transition to peacebuilding had become more crucial.

10. Civilian capabilities also needed strengthening. For a mission to accomplish its multidimensional tasks, a variety of civilian expertise in areas such as safety and security, justice, core government functionality, economic revitalization and inclusive political processes was required. Japan would continue to provide human resources appropriate to United Nations activities, particularly training opportunities in a wide range of relevant fields.

11. Consideration must also be given to the fiscal constraints of each Member State with regard to peacekeeping, and mission performance could be further enhanced through clear and specific operational guidance and systematic evaluation cycles. Japan strongly supported the ongoing initiative on capability standards manuals, and was especially willing to contribute to the development of a manual on engineering.

12. As the United Nations was required to respond to current broad peace and security demands with limited resources, the concept of rightsizing missions gained special importance, in particular their timely drawdown and closure, which required careful assessment of changing field situations and modification of the transition plan in response. As multidimensional missions involved a wide variety of actors on the ground, finely tuned leadership skills were required to manage such a complex community while maintaining full respect for the host nation's ownership. Japan supported ongoing efforts to provide training to help mission leaders rise to such challenges.

13. The discussion of peacekeeping in the Fourth Committee and the Special Committee was very important in guiding the next evolution of United Nations peacekeeping by identifying and addressing the challenges faced by peacekeepers on the ground. The Special Committee was unique in that it provided an overall picture of peacekeeping challenges and offered holistic policy solutions. Although it was regrettable that there had been no substantial progress at its 2013 session, efforts to revive the process must continue.

14. **Ms. Aung** (Myanmar) said that the role of the United Nations in conflict prevention, peacebuilding and peacekeeping needed to be constantly strengthened through effective coordination between peacekeeping operations and the peacebuilding architecture. The Peacebuilding Commission and relevant United Nations funds and programmes should act in close coordination with national authorities, in keeping with the principle of national ownership and priorities.

15. Myanmar stressed the importance of ensuring the safety of the peacekeepers serving in dangerous conditions in missions around the world. The protection of civilians, particularly the most vulnerable groups, should always be the priority consideration in all peacekeeping operations. Such missions also needed to observe the fundamental principles of consent of the parties, impartiality, and use of force only in self-defence or in defence of a mandate authorized by the Security Council.

16. Enhancing the capacity of peacekeeping missions was necessary for effective implementation of their mandates. Myanmar welcomed the training needs assessment to be conducted by the Integrated Training Service of the Department of Peacekeeping Operations.

That assessment should examine comparative advantages across training providers in a comprehensive and coherent approach. Myanmar also welcomed the development of the global field support strategy, to enhance timeliness of service delivery, accountability, transparency and efficiency, as well as efforts to respond to civilian capacity needs in peacekeeping, particularly the development and evaluation of the online platform CAPMATCH. Myanmar further welcomed the deployment of the enterprise resource planning project Umoja on a pilot basis in 14 peacekeeping missions in 2013, which would streamline the management of United Nations resources, and joined other delegations in calling for the timely and unconditional payment of outstanding financial contributions. Despite its own financial constraints, Myanmar had always paid its contributions in full and on time.

17. **Ms. Smith** (Norway) said that while realistic mandates and adequate resources were as essential as ever, United Nations operations faced increasingly demanding environments, as in Mali and the Democratic Republic of the Congo. Norway fully supported the Secretariat's efforts to prioritize cost-effectiveness and performance through rightsizing and a capability-driven approach. It was encouraged by the work on developing capability standards, and suggested that similar standards should be developed for engineers, enhancing operations' overall capacity to deliver concrete results.

18. Norway commended the proactive introduction of unmanned aerial systems. While suitable guidelines for such systems were essential, Norway was convinced that they would boost missions' capacity to protect civilians and increase the safety and security of United Nations personnel. The mobility challenges facing the United Nations Mission in South Sudan (UNMISS) had hampered its ability to protect civilians, but use of unmanned aerial systems would have enhanced the Mission's capacity to implement that vital aspect of its mandate.

19. The United Nations needed a longer-term and more strategic engagement with all Member States on force generation. Greater predictability was necessary both to increase the availability of all the capabilities needed and to broaden the base of troop contributors, as many countries with long planning horizons had to complete comprehensive political processes prior to a deployment.

20. Norway congratulated the Departments of Peacekeeping Operations and of Field Support on the finalization of the draft policy on United Nations police peace operations. The new strategic guidelines would improve the selection and pre-training of personnel, and contribute to early and successful transition. In Haiti, a specialized team of Norwegian and Canadian police advisers with MINUSTAH was successfully implementing a project on the prevention of gender-based violence. Norway would support United Nations efforts to develop similar teams in other missions.

21. Norway welcomed the ongoing strengthening of partnerships between the United Nations and regional organizations, most importantly the African Union, and commended the African Union and African regional organizations for their proactive stance on bringing peace and stability to the continent, most recently in the Central African Republic and with the Intervention Brigade of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). Use of the Brigade should be followed closely and lessons learned. Norway appreciated the African organizations' increasing emphasis on a comprehensive approach to peace operations, including mobilization of civilian capacities, which would also help alleviate the continued high vacancy rate in civilian posts in United Nations operations.

22. Ensuring a gender perspective in peacekeeping operations clearly enhanced the protection of civilians, but the low proportion of women in United Nations peacekeeping remained a cause for concern. Norway urged fellow Member States to nominate, and the Secretariat to appoint, more women, especially to leadership positions such as that of force commander.

23. At a time when United Nations peacekeeping was facing substantial challenges, including increased blurring of lines between armed conflict, transnational organized crime and terrorism, Norway deeply regretted the Special Committee's inability to reach agreement on the report of its 2013 session, and looked forward to discussing with the other members of that Committee the working methods that could produce a positive result from the 2014 session.

24. **Mr. Thomson** (Fiji) said that as a small country with a long-standing commitment to peacekeeping, ranking among the ten largest troop-contributing

countries relative to population size, Fiji took the position that it was the responsibility of each Member State to contribute, to the extent of its capabilities, to international peace and security through United Nations peacekeeping. It had sought to participate actively in all aspects of deliberations on peacekeeping policy, as well as on operational matters pertinent to its participation.

25. Gaps in the deployment of troops, particularly force enablers such as engineering units, to some of the new United Nations missions made it much more difficult for those troops already on the ground to implement the missions' mandates. The Secretariat should always provide adequate support to troops deployed urgently to emerging situations, and ensure that they had the logistical support and tools necessary to carry out their tasks. Personnel were the core of any peacekeeping mission, and were often the only contribution that Member States could meaningfully make. Troop-contributing countries must not be made to feel that their contributions were somehow inadequate because they lacked enablers such as armoured personnel carriers or helicopters. Indeed, the onus should be on the Secretariat to facilitate triangular cooperation in peacekeeping, as envisaged in successive reports of the Special Committee. Greater emphasis on creating partnerships between the United Nations and Member States would be most productive in alleviating the shortfalls in enabling capabilities.

26. Fiji was greatly disappointed that there would be no policy guidance from the Special Committee for the current year, especially as the failure to achieve a negotiated outcome had apparently arisen from a disagreement on formatting and working methods rather than on matters of substance. It was to be hoped that the group of "friends of the Chair" would address those working methods, making the Special Committee more responsive to emerging issues and better able to provide effective policy guidance. Equally fundamental was the cluster of issues addressed by the Senior Advisory Group and subsequently pronounced on by the General Assembly in resolution 67/261. The core issue was the need to provide troop-contributing countries with a fair and current rate of reimbursement for the services of their troops. Adjustment of rotation periods and penalties for persistently non-functioning or absent contingent-owned equipment were intended to enhance efficiency, but it was unreasonable to expect troop contributors, many of which were small and/or developing countries, to subsidize the peacekeeping budget, since many of those countries paid their personnel at rates higher than the United Nations reimbursements and incurred additional deployment costs. The sacrifice of their men and women in the line of duty, and their commitment to United Nations peacekeeping, should not come at the cost of their development efforts. Fiji therefore strongly urged the Secretariat, in implementing resolution 67/261, to heed the needs of troop-contributing countries more closely. A move to 12-month rotation cycles, for example, doubling the time troops would be away from home, meant that the welfare needs of troops must be considered in the decision-making process. Troop-contributing countries providing contingent-owned equipment needed more assistance as well. Finally, any revision of troop cost reimbursement rates must compare current costs to those in effect when the existing rate of $1,028 per person per month had been established over 20 years earlier. If the United Nations and its Member States addressed those and other related issues as a peacekeeping community, united in its objectives, they would succeed in restoring peace, and at the same time would honour the 79 peacekeepers who had sacrificed their lives in 2013 alone.

27. **Mr. Workie** (Ethiopia) underlined Ethiopia's unwavering commitment to United Nations peacekeeping, as reflected in its having been a major troop- and police-contributing country for more than six decades, including as the primary contributor to the United Nations Interim Security Force for Abyei (UNISFA).

28. There was no doubt that the increasing complexity and changing dynamics of peacekeeping necessitated adjustment of the policies guiding it. The current failure of those policies to respond to actual situations on the ground would eventually undermine confidence in peacekeeping, and necessitated a frank and thorough review. The emergence of new security threats, the evolving role of peacekeeping, the safety of peacekeepers, the use of force and the deployment of advanced technologies should all be systematically considered with appropriate regard for the concerns of the larger United Nations membership.

29. The need for innovation in addressing such challenges must absolutely not entail abandonment of the underlying principles of peacekeeping, including that of neutrality. However, neutrality certainly did not

mean taking a middle ground between sheer evil, represented by such terrorist groups as Al-Shabaab in Somalia or Al-Qaida in Mali, and the legitimate Governments and peacekeeping missions deployed in those countries to keep terrorism at bay. The claim that too close an association between the United Nations and peace support missions would undermine the Organization's neutrality did not seem very valid.

30. Ethiopia strongly supported the primary role of the Special Committee in the development of all peacekeeping-related concepts, policies and strategies, and regretted that the Special Committee had not adopted a substantive report in 2013. Mutual trust, cooperation and closer interaction among the Security Council, the Secretariat and the troop-contributing countries would reduce misunderstanding and enhance the efficacy of peacekeeping operations. Moreover, the need for adequate and timely provision of financial, logistical and human resources, including the supply of critical enablers such as air assets, could not be overemphasized. Missions faced much greater difficulties in carrying out their already complicated mandates when they lacked the requisite resources, particularly in dangerous situations. Service delivery at the mission level continued to be a source of great concern. Timely and adequate reimbursement of contingent-owned equipment and troop costs was critical for the smooth functioning of the missions, as was speedy payment of compensation for death and disability. The United Nations should ensure that countries that were willing and able to contribute peacekeepers had the capacity and material conditions necessary to prepare, train and equip them, and that they also fully understood the administrative processes of peacekeeping operations. That must include both direct support to troop-contributing countries and cooperation to enhance the capabilities of regional organizations such as the African Union.

31. **Mr. Wang** Min (China) said that the mandates of peacekeeping operations, and the challenges facing them, had evolved in recent years. The international community should build consensus, strengthen unity and work together to promote peacekeeping operations and improve their functioning and efficiency. The Fourth Committee's consideration of peacekeeping operations, and its careful analysis of experience and lessons learned, would contribute to the international community's understanding of the current status of peacekeeping operations and enable them to keep up with modern-day requirements.

32. United Nations peacekeeping operations should always adhere to the three fundamental principles of consent, neutrality and the non-use of force except in self-defence, which were the basis of Member States' trust and support for peacekeeping operations. The Security Council had authorized the deployment of the MONUSCO Intervention Brigade on an exceptional basis, with a strict stipulation that the deployment did not constitute a precedent and should have no impact on the underlying principles of peacekeeping operations, which should respect the sovereignty of the States concerned, strictly comply with Security Council resolutions, fully utilize the political advantages of the United Nations, emphasize conflict prevention and good offices, and contribute to the peaceful settlement of disputes.

33. Peacekeeping operations depended on reliable and sufficient logistical support. New mandates and increasingly complex environments entailed greater demand for resources and equipment. Some missions lacked sufficient equipment, logistical support, training and funding. Meanwhile, Member States' expectations for peacekeeping operations were constantly increasing as their assessed contributions for peacekeeping operations rose; the Secretariat should use available resources effectively and spare no effort to avoid duplication and waste.

34. To ensure the effective implementation of peacekeeping mandates, the Security Council, Secretariat, and troop-contributing countries should strengthen communication and coordination. When formulating mandates, the Secretariat should accurately assess the situation on the ground and provide realistic information to the Security Council. During implementation, it should provide regular briefings to the Security Council and seek policy guidance on specific troop arrangements and activities, and should communicate promptly with troop-contributing countries. The United Nations and regional and subregional organizations should strengthen their cooperation and coordination, making use of regional organizations' better knowledge of situations on the ground and ability to coordinate operational training. The United Nations should assist regional organizations by providing training, sharing information and comparing experience.

35. China currently had 1,800 peacekeepers serving in nine mission areas around the world, and had recently organized peacekeeping training courses and seminars. It had always participated actively in United Nations peacekeeping operations and would continue to do so.

36. **Mr. Cancela** (Uruguay) said that the highly complex mandates recently drafted for implementation in enormously risky scenarios implied a fundamental change in United Nations peacekeeping operations, with consequences that were difficult to predict. Uruguay therefore maintained a very cautious approach, particularly regarding the substantial changes in procedures for the use of force, stressing that those were ad hoc solutions to specific situations and not a model for the future of peacekeeping missions. However, the number of attacks on peacekeepers unfortunately appeared to be increasing, and efforts to lessen those risks must be redoubled. While the use of modern technologies might help in that area, as well as in the crucial task of protecting civilians, it was important to take the time to agree on a framework for their use that was acceptable to all the actors involved. The parameters applied for the use of unmanned aerial vehicles by MONUSCO could form a good basis for such a discussion.

37. Recent developments highlighted even more the importance of the multidimensional character of peacekeeping missions and of supporting political processes, strengthening the capacities of the host State (particularly those relating to promotion of the rule of law), and contributing significantly to early peacebuilding. Without those aspects, it would be difficult for a United Nations presence to create conditions for sustainable peace and stability. The cross-cutting concept of partnership was needed for the United Nations peacekeeping system to function correctly, and the apparent broad consensus on revitalizing such partnership was encouraging. One positive development was the reactivation of the triangular cooperation through the Security Council's Working Group on Peacekeeping Operations, which had been holding open subject-specific meetings with the members of the Special Committee. Uruguay was not alone in urging the consistent and regular use of existing instruments to improve transparency and interaction between those who drew up mandates and those who had to implement them, but those mechanisms were not a replacement for the Special Committee. The operational health of the Special Committee represented the principal "reality check" for assessing the partnership under so much discussion. Together with other major troop-contributing countries, Uruguay would continue to work actively and constructively to enable the Special Committee to create the atmosphere and the working methods necessary to advance substantive negotiations at its next session. That was a responsibility of all Member States and was the least they should attempt, in light of the daily struggles of the thousands of men and women who faced difficulties and dangers in the various peacekeeping operations.

38. **Ms. Berberi** (South Sudan) said that peacekeeping was vital not only for international security but also for regional and national stability, particularly in post-conflict countries such as South Sudan. Her delegation welcomed Security Council resolution 2109 (2013) extending the mandate of UNMISS, which reaffirmed that Mission's mandated tasks in support of the Government of South Sudan as it built its institutions and met its national responsibilities. The Government acknowledged the efforts by UNMISS to consolidate peace and security on the ground and establish conditions for development, as well as its support for the Government as it sought to strengthen the security and peace sectors and to establish the rule of law.

39. A comprehensive and enduring peace with the Sudan was the highest priority for the Government of South Sudan, which would continue to work with the African Union and the United Nations to consolidate peace in the Abyei Area. South Sudan was grateful to UNISFA for maintaining peace and security in the Ngok Dinka region. However, the Government remained especially concerned about the situation in Jonglei State, which challenged the country's ability to protect its citizens. Besides announcing an amnesty, the Government had established a Committee for National Reconciliation and Healing to address the tribal conflict in Jonglei. However, lack of government capacity, poor road networks and constraints on the mobility of the police force all impacted the situation negatively. The Government of South Sudan looked to UNMISS to share data and assist in building early-warning and early-response capacity at the national and county levels. The gradual transfer of capacity from peacekeeping missions to national Governments or United Nations country teams was critical for the

maintenance of peace and security. It was therefore important to consider funding the process through the regular budget or through partnerships with contributors to peacekeeping operations.

40. South Sudan stressed the importance of respect for domestic laws and regulations by peacekeeping missions, and appreciated the comments made by the Under-Secretary-General for Field Support regarding accountability, the code of conduct and zero tolerance for sexual exploitation and abuse. It was important for peacekeepers to be sensitive to the social environment and observe the culture and customs of the population they were serving.

41. South Sudan offered its sincere condolences for the loss of five Indian army personnel and four Russian helicopter crew members in Jonglei State, and thanked all troop-contributing countries for their determination to foster peace.

42. **Mr. Kydyrov** (Kyrgyzstan) said that United Nations peacekeeping operations were often the best means of resolving intra-State conflicts of an ethnic or religious nature. Such operations should respond effectively to emerging conflicts, new political challenges and threats to peace and stability, and indeed substantive progress had been made in both qualitative and quantitative terms. His delegation supported the complex approach to peacekeeping and the further strengthening of cooperation among the Security Council, the General Assembly, troop-contributing countries and host countries.

43. Conflict resolution required a combination of military, diplomatic and other means, and compliance with the purposes and principles of the Charter of the United Nations was essential. The fundamental principles of peacekeeping must also be respected. Kyrgyzstan attached particular significance to promoting peace and sustainable development in the post-conflict period, and called for more developed mechanisms for mobilizing the resources upon which the success of peacekeeping operations largely depended. It was also necessary to strengthen the operating capacity of the Department of Peacekeeping Operations and the effectiveness of peacekeeping activities, including by encouraging gender parity in peacekeeping contingents. Kyrgyzstan applauded the efforts of the Secretary-General and Security Council to increase the number of women in senior positions, especially as special representatives and envoys, and in field operations.

44. The expansion of the roles and scale of peacekeeping operations also required greater effectiveness on the part of regional and subregional organizations. The United Nations should broaden its cooperation with traditional partners and with other regional organizations, including the Collective Security Treaty Organization (CSTO) and the Shanghai Cooperation Organization. Indeed, a memorandum of understanding had already been signed in September 2012 between CSTO and the Department of Peacekeeping Operations.

45. Kyrgyzstan currently had 33 military observers and civilian police officers serving in United Nations peacekeeping missions in Liberia, South Sudan, Darfur and Haiti, and had been among the first countries to send military observers to Syria to help resolve the conflict and to assist civilians. Despite Kyrgyzstan's limited resources, it had made substantive progress in the past few years in developing new legislation governing the country's participation in United Nations peacekeeping operations. Inter-agency cooperation in the selection and training of candidates for such participation was also being developed. In that connection, Kyrgyzstan had informed the Department of Peacekeeping Operations of its intention to make available a level II military field hospital. Kyrgyzstan would continue to contribute as far as it could to the international community's peacekeeping efforts and to the enhancement of United Nations peacekeeping activities.

46. **Mr. Adeeb** (India) said that having contributed over 150,000 peacekeepers, deployed in virtually every mission, India had an abiding interest in and commitment to United Nations peacekeeping. The fundamental principles of consent, impartiality and non-use of force had remained constant through many transitions in peacekeeping, from the truce-supervision missions of earlier years to the current multidimensional mandates. Peacekeeping was often evaluated as a stand-alone exercise, but lasting peace always depended on the success of the overall political process.

47. Major peacekeeping policy initiatives were being adopted outside the Special Committee, leading to a reliance on factors outside the General Assembly and causing those involved in peacekeeping to be judged

by those who had taken no part in it, thus distorting peacekeeping's policy universe over time. In-depth consultations with troop- and police-contributing countries should be an integral part of the mandate generation process. A fair assessment of mandates with corresponding resources would inject a sense of realism into expectations concerning mission objectives and achievements. Revival of the Special Committee was necessary to restore its democratic underpinnings and to promote triangular partnership among the Member States, the Security Council and the Secretariat. Under no circumstances should peacekeeping be run as an executive affair.

48. Sadly, countries that had dispatched hundreds of thousands of men in the service of United Nations peacekeeping continued to be at the periphery, including in Headquarters departments. India welcomed the assurance by the Under-Secretary-General for Field Support that corrective measures would be taken in that area. The welfare and safety of soldiers must be dealt with in a responsible manner. Indifference to personnel matters such as troop costs resulted in a disconnect between the field and Headquarters. As the Secretary-General's Senior Advisory Group had been set up to resolve that long-standing grievance of the field personnel, its outcome must remain true to that objective. Unfortunately, resource allocation had failed to keep pace with the expansion in mandates. Overstretched peacekeeping missions with insufficient personnel and equipment were called upon to do more and more with less and less.

49. Peacekeeping and peacebuilding were two sides of the same coin. Critical peacebuilding tasks were all premised on peacekeepers' proactive involvement. Strategies and approaches, therefore, should be geared to capitalizing on those strengths. As two thirds of the United Nations field presence consisted of uniformed personnel, the keeping and the building of peace should be synergized, with emphasis on their mutual complementarity rather than a rigid division between military and civilian tasks. In that regard, India keenly looked forward to the long-awaited implementation of the civilian capacity review process.

50. United Nations peacekeepers not only worked in dangerous and challenging terrains and circumstances, but also suffered sharply increased attacks by armed militia groups. The United Nations must take determined action against the perpetrators and bring them to justice.

51. **Mr. Haniff** (Malaysia) said that Malaysia maintained its firm belief in the central role of the United Nations in maintaining international peace and security, and considered its peacekeeping operations to have been indispensable to the resolution of many armed conflicts both within and between States. Since 1960, Malaysia had participated in 20 peacekeeping missions and two NATO-led peacekeeping operations with a United Nations mandate. With 956 military and police personnel currently serving in seven peacekeeping missions, Malaysia supported the capability-driven approach to peacekeeping proposed under the New Horizon initiative by the United Nations Secretariat, as well as the implementation of the global field support strategy. Over the years, United Nations peacekeeping operations had taken on a multidimensional role, requiring peacekeepers to operate more efficiently and at a higher operational tempo. Mandates had expanded to comprise new and challenging tasks involving humanitarian aid distribution, disarmament and demobilization of former combatants, security sector reform, election organizing, sanctions monitoring and protection of civilians. In that connection, the Organization's child protection workshop and protection of civilians course had recently been offered at Malaysia's peacekeeping training centre and had been attended by participants from all over the world.

52. Malaysia was deeply concerned at the suspension of negotiations in the Special Committee over disagreement on the report format. That Committee was the only body that examined all aspects of peacekeeping matters and should be a priority for all Member States. Malaysia looked forward to a timely and successful solution to that deadlock.

53. Malaysia was very mindful of the high expectations placed on the United Nations, reflecting the desire of the international community to secure a durable and sustainable peace in countries affected by conflict. It was critical for Member States to provide continuous support and resources for peacekeeping missions. Economic and social progress would only be possible through the maintenance of peace and stability, which would enable countries to allocate their resources towards socioeconomic development and the well-being of their people. Malaysia had experience in that area and had successfully used the approach of

winning the "hearts and minds" of local people, eventually creating an environment conducive to socioeconomic development.

54. **Mr. Kamau** (Kenya) said that peacekeeping operations were still building capacities to deal with complex multidimensional mandates. Kenya had participated fully in that process, continuing to build regional capacity through predeployment training for troops, police, corrections officers and civilians at the International Peace Support Training Centre in Nairobi. Owing to the complexity of current conflicts, particularly those in Africa, modern-day peacekeeping needed an enhanced capacity-driven approach and well-resourced operations with better emoluments for peacekeepers. Drafting of clear mandates, planning and generation of forces, and sustainable logistics were essential before deployment of United Nations missions. It had taken too long for stakeholders to authorize deployment of the Intervention Brigade in the eastern part of the Democratic Republic of the Congo to supplement MONUSCO.

55. The world was faced with more violent extremism than ever before. Extremist jihadist groups affiliated with Al-Qaida were aggressively occupying ungoverned or weakly governed spaces in the Middle East and Africa. The Horn of Africa and the Great Lakes region, in which Kenya was situated, were prone to terrorism due to a number of factors directly linked to international peace and security, including regional instability stemming from numerous ongoing conflicts and the huge humanitarian challenge and refugee crisis created by those conflicts, the proliferation of small arms and light weapons, piracy off the coast of Somalia, organized crime and trafficking, and illicit trade in narcotics and ivory. Those issues needed to be tackled by the Security Council as the custodian of international peace and security.

56. The African Union Mission in Somalia (AMISOM) and the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) were facing not ordinary rebel groups but violent extremist groups. Both Missions required adequate resources to meet the challenges presented by asymmetric warfare. If the international community turned a blind eye to that fact, several peacekeeping missions might very soon have to be transformed into counter-terrorism operations with wider mandates. Peacekeeping should not be the solution to conflicts; rather, early-warning mechanisms and early intervention should be emphasized. The French intervention that had prevented violent extremist groups from destabilizing Mali, thereby paving the way for peacekeeping, was a good example of such a mechanism. Peacekeepers also faced the challenge of protecting civilians without assurance of their own safety and security. The United Nations should invest in resources that would reduce their high and rising casualty rate.

57. The peacekeeping-peacebuilding nexus should be enhanced to embrace all segments of post-conflict society. Peacekeepers facilitated peacebuilding and security sector reform, necessitating an understanding of both components in the training and predeployment phases. Security sector reform was a key component, as the earlier the international community assisted host nations to establish credible institutions, including police and the rule of law, the faster peacekeeping would make the transition to stabilization and nation-building, with strengthened national ownership. Kenya felt that that area had not been addressed adequately in Darfur, South Sudan, the Democratic Republic of the Congo or Somalia.

58. Consultations among the Security Council, the Secretariat, troop-contributing countries, regional entities and host nations had been instrumental in the successful implementation of peacekeeping mandates. That relationship should be further strengthened through regular and genuine interactions in order to inculcate trust and consensus in the decision-making process, and to promote field-centric and sustainable peacekeeping operations. It was through such partnership that the African Union had been able to continue keeping peace in Darfur, Somalia, Central Africa and Mali. However, those missions continued to suffer serious setbacks due to inadequate logistical backup and the poor capacities of African troops, coupled with harsh weather and terrain.

59. AMISOM had been so poorly resourced and sustained that troops could no longer conduct operations. Unfortunately, Al-Shabaab extremists had seized that opportunity to exploit the existing gaps, establishing strongholds in areas not yet liberated. It was to be hoped that the recommendations of the recently concluded African Union-United Nations review of AMISOM would be approved by the Security Council to strengthen that Mission's capacity to counter the gains Al-Shabaab had made thus far and to

create favourable conditions for the Somali Government's road map.

60. **Mr. Dalo** (Argentina) said that it was regrettable that the Special Committee had not been able to produce a substantive report in 2013, depriving the United Nations of an updated perspective on the complex questions facing peacekeeping missions. Argentina called on all members of the Special Committee to cooperate with the group of "friends of the Chair" dealing with working methods, with a view to moving forward on substantive topics and not allowing subordinate questions such as the format of the report to compromise the relevance and legitimacy of the Special Committee. The informal coordinating group consisting of Argentina, Brazil, Mexico and Uruguay would maintain its constructive position, offering alternatives and promoting the achievement of consensus in those areas.

61. In February 2014, the Special Committee would tackle a series of topics currently under discussion in the context of peacekeeping operations, including the widely shared concern for the safety of the personnel deployed. During the negotiation of the relevant resolutions in the Security Council, Argentina had expressed concern at recent changes affecting the mandates of some missions in Africa, particularly the creation of an Intervention Brigade as part of MONUSCO, authorized to carry out tasks of peace enforcement. It was Argentina's view that peacekeeping operations had not been designed or prepared for peace enforcement. In any event, the details of a United Nations tool that would be appropriate to undertake peace enforcement in exceptional cases would have to be part of a wide-ranging debate among all the Member States on peacekeeping and the use of force by the United Nations without impacting the essential principles of the peacekeeping system that had been built at such cost and, in particular, without jeopardizing the safety of United Nations personnel on the ground.

62. Another controversial topic to be considered was the use in peacekeeping of new technologies, especially unmanned aerial systems. Such technologies could significantly enhance the capacities of peacekeeping operations, provided that they were used under the control of the United Nations and in strict observance of the purposes and principles of the Charter and of peacekeeping.

63. While it had been agreed in 2012 that the Special Committee would not deal with the topic of protection of civilians, Argentina considered that the subject would have to be tackled in the coming substantive session, in the light of developments on the ground and the relevant discussions in the Security Council. It would also be useful to continue examining issues of gender in peacekeeping missions as related to the two 2013 Security Council resolutions on women and peace and security. Argentina had participated actively in the negotiation of those resolutions, as well as of resolution 2086 (2013) on multidimensional peacekeeping operations. Currently it was chairing the Security Council Informal Working Group on Documentation and Other Procedural Questions, in which it had called for greater participation by police- and troop-contributing countries in the design and drafting of peacekeeping mandates, and hoped for further discussion of those questions in the wider and more participatory framework of the Special Committee.

64. Argentina attached great importance to matters of training, urging that the design of training materials should take greater account of the views of the troop contributors and the work of the national and regional centres. In that regard, its own regional military, police and civilian training centre would continue to organize various training opportunities.

65. Another topic to be raised was that of transitions, in particular the process under consideration for MINUSTAH. The achievements of MINUSTAH in the area of security, while very significant, were fragile and there was a constant danger of a relapse. Consequently, Argentina considered that in assessing the timetables for the transition and drawdown of the Mission, proper account should be taken of how far Haiti's national capacities had progressed. Such an assessment must consider objective benchmarks, demonstrate flexibility, reflect the current political and security situation and be carried out progressively in line with needs on the ground. At the same time, programmes and projects aimed at peacebuilding and sustainable development should be stepped up.

66. **Mr. Khiari** (Tunisia) said that as a contributor to United Nations peacekeeping operations since 1960, Tunisia attached great importance to peacekeeping and its fundamental role in the maintenance of international peace and security. He stressed the Special Committee's importance as a forum for exchange and

consensus-building on peacekeeping matters, and hoped that greater coordination and interaction between the Special Committee and the Security Council, the Peacebuilding Commission and other important United Nations bodies would greatly strengthen peacekeeping. The nature of threats to international peace and security had changed over the years, as had the challenges facing peacekeeping missions. The majority of current conflicts were linked to the incapacity of State institutions to deliver and perform effectively.

67. The introduction of complex peacekeeping operations to deal with new threats, such as asymmetric conflict, required more effective and sustainable responses. Strong political support, better human, financial and logistical resources, an improved capacity to assess conflict situations, planning based on accurate information, and rapid response were all essential. Adequate funding should be provided for peacekeepers, whose tasks had expanded beyond their traditional roles to encompass peacebuilding. Consequently, Security Council resolution 2086 (2013), underlining the need to strengthen the link between peacekeeping and peacebuilding, was of great importance.

68. The expansion and newly multifaceted character of peacekeeping required a review of the issue of participation in the process, to ensure that troop-contributing countries were adequately represented at the mandate-drafting stage. Tunisia also hoped that an acceptable solution would be found to address the delays in reimbursement for troop and equipment costs and compensation for deaths.

69. **Mr. Mugimba** (Uganda) said that the relevant Secretariat departments should engage in regular and timely consultations with troop-contributing countries, especially in relation to the rightsizing or drawdown of peacekeeping operations, in order to avoid duplication of effort and ensure transparency. The comparative and complementary advantages of regional and subregional organizations must be taken into consideration when establishing and strengthening peacekeeping operations, particularly as United Nations peacekeeping was at a crucial stage of expansion and heightened complexity in its tasks and mandates. For example, the concept of the MONUSCO Intervention Brigade had been originated by the International Conference on the Great Lakes Region. The military action in the Democratic Republic of the Congo must continue to be supplemented by efforts to achieve a political solution, which must be supported by the international community and respected by the parties.

70. The role of AMISOM in pacifying Somalia was a great testimony to the importance of the African Union and the troop-contributing countries involved, some of which had suffered heavy losses owing to the atrocities committed by Al-Shabaab. The 2010 suicide bombings in Uganda and the more recent attack on the Westgate Mall in Nairobi clearly embodied the asymmetrical warfare waged by Al-Shabaab, which had ties to Al-Qaida and claimed to have carried out the attacks in retaliation for various countries' support for AMISOM. Those countries were determined that the enormous sacrifices they had made should not be in vain. Uganda believed that the "re-hatting" of AMISOM was vital for ensuring sustainable and predictable financial and logistical support for regional efforts and for strengthening the Mission's operational capacity to defeat Al-Shabaab.

71. **Mr. Maleki** (Islamic Republic of Iran) said that while there was a need to devise innovative mechanisms to address emerging challenges for United Nations peacekeeping, the fundamental principles of consent, impartiality and the non-use of force except in self-defence should never be abandoned. Any deviation from those principles would undermine peacekeeping's image and erode its universal support.

72. Underlining the crucial role of the Special Committee as the only intergovernmental body empowered to review all aspects of peacekeeping and provide overall policy guidance, his delegation was thus very concerned over the current year's impasse in that body and encouraged all parties to work together to overcome the deadlock through active participation in the open-ended intersessional group of "friends of the Chair" established by the Fourth Committee to discuss working methods.

73. Successful peacekeeping was a shared responsibility. The variety of resources necessary for the achievement of mission mandates could be mobilized and sustained only through constant efforts to consult and coordinate among all stakeholders. The troop- and police-contributing countries should be given a greater role in the decision-making process, which would obviously create a considerable additional incentive for Member States in general to support peacekeeping operations. Meanwhile, his delegation

stressed the need for effective triangular cooperation among troop-contributing countries, the Secretariat and the Security Council.

74. United Nations peacekeeping operations were crucial in fostering longer-term stability and development in countries emerging from crisis. Peacekeeping efforts should therefore be accompanied by peacebuilding activities aimed at facilitating economic revitalization and development, building national capacity on the basis of national ownership, and facilitating a seamless exit strategy designed to prevent the recurrence of armed conflict. However, peacekeeping must not turn into peace enforcement. The use of force must under no circumstances jeopardize the strategic relation between the host country and the peacekeeping mission. Thus, the proposal of the Secretariat to experiment with unmanned aerial systems in some peacekeeping operations was a sensitive matter which should be dealt with carefully, ensuring that such technology in no way jeopardized the fundamental principles of peacekeeping operations.

75. Protection of civilians was the primary responsibility of the host country and, where a United Nations mandate existed, required a holistic approach encompassing timely and adequate resources, logistical support and the necessary training, along with well-defined and achievable mandates. Protection of civilians should not be used as a pretext for military intervention by the United Nations.

76. The primary responsibility for the maintenance of international peace and security lay with the United Nations, and the involvement of regional arrangements in that regard should be in accordance with Chapter VIII of the Charter. Regional arrangements should never undertake peacekeeping operations as a substitute for the United Nations, circumvent full application of the United Nations guiding principles on peacekeeping or disengage the United Nations from its primary responsibility for the maintenance of international peace and security.

77. **Mr. Alremalli** (Libya) said that there was a need for coordination between peacekeeping operations and United Nations country teams, based on a clear and appropriate mandate. Libya underscored the importance of the relationship between peacekeeping and peacebuilding, which should take the form of capacity-building and the restoration of national institutions.

78. Peacekeepers should be protected in difficult environments, if necessary with armoured vehicles. A guarantee of proper conduct in peacekeeping operations, with a code of conduct and a code of ethics, was a crucial foundation for any mission, because poor conduct could undermine the image of the United Nations in the host country. Even though Libya was not a troop-contributing country, it shared the concerns of its fellow Member States with regard to the establishment of peace and security, convinced that in an interdependent world any threat to peace in a region threatened the entire world. Consequently, it had always contributed financially to peacekeeping missions.

79. **Mr. Pham** Quang Hieu (Viet Nam) said that the past 65 years had witnessed ever-expanding mandates and sizes of peacekeeping deployments, with tasks now extending far beyond the traditional realm to include not only keeping peace after a conflict, but also protecting civilians and establishing the foundations for sustainable peacebuilding. United Nations peacekeeping was thus facing multidimensional challenges arising from the surge in demand, the growing complexity of conditions on the ground and limited resources and capacity. Continued efforts by the Departments of Peacekeeping Operations and Field Support were to be commended as they sought to meet the demands of a new era effectively and sustainably.

80. Viet Nam was fully convinced that the future success of United Nations peacekeeping would require strict adherence to the purposes and principles of the Charter and the universally recognized fundamental principles of peacekeeping. At the same time, in order to facilitate successful implementation of the missions' mandated tasks, the highest standards of safety and security for peacekeepers should be prioritized. That entailed ensuring that peacekeeping missions had sufficient resources to protect their peacekeepers in any situation.

81. As part of a comprehensive approach, the root causes of latent conflicts should be adequately addressed on the basis of dialogue and reconciliation. Viet Nam supported all efforts and initiatives by the United Nations and Member States to enhance the efficiency of United Nations peacekeeping operations. As a responsible member of the international community, Viet Nam was ready to join United Nations peacekeeping operations and was committed to working closely with and learning from the experiences of international partners, including troop-

contributing countries and the Secretariat, in their joint efforts to fulfil United Nations peacekeeping mandates.

82. **Mr. Sadofa** (Mauritania) said that Mauritania was committed to supporting the United Nations in its efforts to maintain international peace and security. It had contributed personnel to United Nations peacekeeping operations and looked forward to enhanced cooperation with the United Nations.

83. Mauritania did not believe that the risk of terrorism had been eliminated. On the contrary, terrorist groups were planning further attacks, and peacekeeping operations should therefore be provided with every support necessary to enable them to enhance stability. Mauritania was determined to protect its borders and would spare no effort to reach that objective. It hoped that all countries in the region would work together to establish peace and security throughout the world.

84. **Mr. Kodga** (Burkina Faso) said that it was essential to persist in uncovering any shortcomings and gaps within peacekeeping operations, in order to make the appropriate reforms, which were all the more necessary since the peacekeeping missions of the United Nations were growing ever more complex and multidimensional.

85. Burkina Faso was particularly appreciative of the inter-mission cooperation that had proved effective in temporarily addressing personnel and equipment shortages in some missions. It looked forward to the assessment of the use of modern technologies, specifically drones, in peacekeeping operations.

86. Given the difficulty of ensuring the protection of civilians in a conflict while still remaining neutral, the more robust peace enforcement activities required in the context of certain conflicts could be a severe test of the Organization's impartiality. The sensitivity of the question required more in-depth reflection, with a view to establishing clear and transparent rules on the use of force. Moreover, while pursuing the search for suitable solutions to the underlying causes of conflicts, the United Nations must, on the one hand, establish an effective early-warning system able to detect the advance signs of conflict and, on the other, continuously strengthen its mediation capacities.

87. The unprecedented link established in General Assembly resolution 67/261 between the performance of contingent-owned equipment and the reimbursement of personnel costs represented a concern for those countries, including Burkina Faso, whose resource constraints prevented them from complying with the new demands. At a time when greater participation was needed, that situation could discourage countries from taking part in peacekeeping operations, and Burkina Faso therefore urged more flexibility in implementing the resolution.

88. Burkina Faso welcomed the collaboration among the Security Council, the Secretariat and troop-contributing countries in the management of peacekeeping operations, and urged greater involvement by and strengthening of the capacities of subregional and regional organizations, the lead actors in crisis resolution. In the longer term, a standing strategic crisis-management relationship between the United Nations and those organizations should be established.

89. Despite significant recent progress in the integrated management and coordination of peacekeeping operations, solutions were still needed in such areas of major concern as strengthening of States' political will, peacekeeper safety, host country involvement, civilian protection, appropriate mandate definition, and increasing the number of contributing countries. Although it was primarily the responsibility of States to protect their civilians, all stakeholders had a part to play, and Burkina Faso congratulated the Department of Peacekeeping Operations on the conceptual framework and training modules it had drawn up on the roles and responsibilities of the various mission components.

90. Burkina Faso had been participating in peacekeeping operations of the United Nations, the African Union and the Economic Community of West African States (ECOWAS) for the past 20 years. It was currently part of eight missions, with more than 2,000 men on the ground. Burkina Faso called for continued support and appropriate resources for peacekeeping operations, and would continue to honour its own commitments with the support of friendly countries.

91. Burkina Faso regretted the Special Committee's failure to agree on capacity-strengthening recommendations, and recommended that the group of "friends of the Chair" should submit consensus-based proposals on working methods so as to avoid such situations in the future.

The meeting rose at 12.50 p.m.